

CHAPTER III.

ESTIMATES AND INDENTS.

44. *Forecast*.—*Forecast of extraordinary demands by indenting officers.*—Indenting officers need not ordinarily send their estimates of annual requirements, but with a view to the accurate preparation of Home indents and for the placing of necessary contracts by the Superintendent, Government Printing and Stationery, the indenting officers should give him timely intimation of any anticipated extraordinary demand for articles both of European and Indian manufacture. Such intimation in the case of articles of European as well as Indian manufacture should reach the office of the Superintendent, Government Printing and Stationery, not later than the 31st July of the year, preceding the year in which the supply is required for use.

45. *Indents.*—Indents on the Stationery Office for supplies of stationery articles shall ordinarily be made only once a year.

46. *Time fixed for supply.*—The following table shows the months in which the different departments of Government should prepare and submit their indents to the Stationery Office for compliance :—

No.	Department.	Date of despatching indent forms by the Stationery Office.	Date of receipt of indents in the Stationery Office.	Probable date of supply by the Stationery Office.
1	Land Revenue ..	15th March ..	15th April ..	31st May.
2	Excise ..	15th May ..	15th June ..	31st July.
3	Stamps ..			
4	Forests ..			
5	Registration ..			
6	Agriculture ..	15th June ..	15th July ..	31st August.
7	Civil Works ..			
8	Education ..			
9	Medical ..			
10	Public Health ..	15th July ..	15th August ..	30th September.
11	Miscellaneous ..			
12	General Administration ..			
13	Administration of Justice.			
14	Jails ..	15th August ..	15th September ..	31st October.
15	Sea-port Officers ..			
16	Printing and Stationery ..			
17	Police ..			
		15th September ..	15th October ..	30th November.
		15th October ..	15th November.	31st January.

47. *Submission of indents on due dates.*—Indents should always be sent to the Stationery Office on due dates. The indenting officer will be held responsible for any inconvenience and delay that may result from the belated submission of indents.

48. *Forms of indent to be used by the indenting officers.*—Annual indents for stationery shall be prepared in form (Spl. Sty. No. 1) in Appendix XII. For indents containing fewer items form (Spl. Sty. No. 2) as printed in the appendix should be used. Forms of indent for the latter kind of supply, i.e. form Spl. Sty. No. 2, should be obtained by indenting officers from the Stationery Office as and when required. Indents for stationery articles need not be sent in duplicate.

49. *Care to be taken in the preparation of indents.*—Indenting officers shall see that utmost care is exercised in the preparation and checking of indents as it is only by exercising such care that supplementary indents can be avoided. Indenting officers should personally check demands of periodical articles such as items Nos. 181 to 231 in the annual indent form. Such articles should only be indented for when replacement is essential.

50. *Supply of unauthorised articles.*—No article shall be indented for, the supply of which to the indenting officer is not authorised. Every effort should be made to restrict indents for expensive articles to the minimum.

51. *Method of indenting articles not included in the indent form.*—Where an article which is stocked and supplied as included in the list printed in the Appendix IX but is not printed in the annual indent form, is indented for, it shall be described by the number and nomenclature assigned to it in the appendix and the unit according to which the demand is made (i.e. number, dozen, gross, etc.) shall be clearly stated. These precautions are necessary to secure that the precise article and quantity indented for are issued by the Stationery Office. Indents not fulfilling these conditions will be returned for revision and re-submission.

52. *Procedure of supplying stationery articles.*—Articles of stationery shall generally be supplied by the Stationery Office as under :—

- (1) Quantity based on the average of three years' consumption.
- (2) Quantity admissible as per fixed scale.
- (3) Quantity to be supplied at stated periods.

Complete lists of articles classified under each of the above groups are printed as Appendices VI to VIII to this manual. Where a standard allowance has been fixed, nothing in excess of that allowance shall be indented for or passed by the Stationery Office.

The Superintendent, Government Printing and Stationery, should see that indents for articles supplied on the average consumption or on a fixed scale are not complied with as a matter of course. The supply should in each case be regulated on the basis of actual consumption, the fixed scale being adopted as the maximum admissible.

53. *Adoption of the prescribed scale—an extravagance.*—Generally speaking, consumption of articles does not depend upon the size of an office, but upon the nature of work carried on by each office. For instance, a High School having an establishment of twenty or more teachers will require a smaller quantity of paper, but proportionately will need a larger quantity of dusters, chalk sticks and such other articles, while a Deputy Educational Inspector having four to six clerks will require a large quantity of paper, tags, pins, etc. So also an Account Office consisting of many clerks will not require a large quantity of paper in comparison with a Mamlatdar's office consisting of a smaller establishment which will require a larger quantity of paper. It is, therefore, obvious that economy lies in the direction of scrutinizing indents taking into consideration the requirements of each office while the adoption of a scale would be an unnecessary extravagance.

54. *Supply of articles at stated periods.*—Articles issued for stated periods shall not be renewed until the expiry of the period prescribed for their use and even then shall be renewed only on a certificate signed by the indenting officer to the following effect:—

I hereby certify that the	included
in this indent is/are required to replace	which
was/were supplied in the year	and that I
have personally ascertained that the	has/have been
worn out by fair usage.	

55. *How articles not consumed by use should be indented for.*—Appendix VII contains a list of articles which are not consumed by use and may ordinarily be expected to last for an indefinite period. No first supply or renewal of any article shall be made without a full explanation of the necessity for the demand. Rubber rollers for finger-print apparatus and for flat cyclostylés and rotary duplicators will, however, be renewed on the unserviceable rubber rollers being returned to the stationery office for inspection in the first instance.

56. *Method of indenting for periodical articles damaged or destroyed.*—Before indenting for any article which has been lost, damaged or destroyed, a report of the facts shall be made by the clerk concerned to the head of the department whose duty it will be to investigate into the matter and fix the responsibility for the loss or damage, recover the value of the articles or write it off the accounts, as the case may be, and forward a copy of his order along with the indent to the Superintendent, Government Printing and Stationery, Bombay.

57. *Method of indenting for articles supplied on the basis of average consumption.*—In respect of articles for which no standard allowance has been fixed, indents shall ordinarily be based on the average of the actuals for the three supply years preceding that in which the indent is forwarded, and in the absence of explanation, no demand in excess of that figure shall be admitted by the Stationery Office; where there is

reason to anticipate extra demands on account of increase of work, due provision shall be made by indenting officers and full explanation furnished while transmitting the indents.

58. *Duty of the supplying office and the indenting officers in case of unusual expenditure.*—The Superintendent, Government Printing and Stationery, shall bring to the notice of Government any instances of excessive demands or unusual expenditure, which are not satisfactorily explained, when the attention of the officers concerned is drawn to the matter. Co-operation and constant vigilance on the part of the heads of departments and offices are essential to keep down all unnecessary expenditure on stationery, paper and printing and Government relies on all officers to pay special attention to this matter.

The Superintendent, Government Printing and Stationery, shall, in a few typical cases, compare every year, a few indents of similar offices, with a view to see that demands made by offices of the department coincide and where the claim of one office is excessive, whether there are reasons for such excessive demand as compared with similar offices in other localities.

59. *Marked variations in the demand for stationery articles should be explained.*—The actual stock on hand under each item on the date of indent should be shown in the column "Quantity actually in stock" provided for in the indent. Explanation of any marked variation in the quantity sanctioned in the model indent and that shown under "Quantity required" shall be given in the space below the *N.B.* in the indent form. In case the indent includes the requirements of subordinate offices, the balances shown under "Quantity actually in stock" should be the consolidated balances on a specified date of all the offices whose requirements are included in the indent.

60. *Sanctioned strength of the office should be shown on page 1 in the space provided in the indent form.*—The establishment to be entered in the indent under "Numerical strength, etc." shall represent the sanctioned scale under each class or grade of officers as shown in the annual establishment return submitted to the Accountant General. As these details are the only means of check in the hands of the Superintendent, Government Printing and Stationery, for regulating the supply of articles issued on a fixed scale, accuracy is essential. Clerks shall on no account be shown as accountants or vice versa; voucher clerks in offices of account may, however, be shown as accountants.

61. *Supply of balances due on indents.*—Every endeavour shall be made by the stationery office to supply during the particular year all articles indented for during that year. Balances of stationery, if any, which may not have been issued before the end of that year under circumstances beyond control, shall, as far as possible, be supplied

immediately in the beginning of the following year, instances of delay, etc., or emergency of the supply being reported by the indenting officers to the Superintendent, Government Printing and Stationery, for necessary action.

62. *Supplementary indents and how they should be sent.*—If, as required, annual indents are carefully framed, all expenditure on stationery can, except in rare instances, be foreseen. In the rare instances where supplementary indents are found necessary they should be prepared in form (Spl. Sty. No. 2). The officer making such an indent shall furnish full explanation of the necessity for it and of his failure to make proper provision in his annual indent. The Superintendent, Government Printing and Stationery, shall not comply with supplementary indents unless he is satisfied with the explanation furnished by the indenting officer. Where he is not satisfied, he shall request the indenting officer to obtain the sanction of Government.

63. *Supplementary indents for special articles.*—It shall be the duty of officers proposing to indent on the stationery office for any article, the first supply of which requires the sanction of superior authority, to apply for and obtain the necessary sanction in time to admit of the inclusion of the article in their annual indent and no supplementary indent shall be made for any such article unless authorised by the sanctioning authority for special reason which shall be recorded in the order of sanction.

64. *Maintenance and upkeep of stocks by the indenting officer.*—All officers entrusted with the supply of stationery and forms for their official use will take proper precautions to keep it in the custody of a responsible and trustworthy person, say, the head clerk or the store keeper who should maintain a register of receipts, issues and balances wherein he should record every month a certificate that the stationery and forms have been verified, inspected and kept in good order. Stocks should be verified annually by a Gazetted Officer or other responsible officer who should record a certificate of verification in the register over his signature. (*Vide* Government Resolution, Public Works Department, No. S. 63/14003, dated 4th July 1931.)

65. *Inclusion of articles other than proper stationery.*—It has been noticed that books, publications, standard and special forms, etc., are sometimes included in the indent for stationery articles sent to the stationery office for compliance. Books and publications are stocked and supplied by the Government Book Depot, while standard and special forms are supplied by the Manager, Yeravda Prison Press, and the Manager, Government Central Press, Bombay, respectively. Instructions for indenting for standard, destandardized and special forms are contained in Chapter XXIV. As the inclusion of such items in the stationery indent causes unnecessary correspondence, all indenting officers shall see that such items are not included in the stationery indent and that they are requisitioned separately in the manner required.

66. *Economy in the use of stationery, etc.*—Government have from time to time issued orders on the subject of exercising strict economy in the use of paper, stationery etc. Some of the important orders are reproduced below for the information of the indenting officers—

Government Resolution, General Department, No. 2701/33, dated 17th August 1939:—“The following suggestions were made respectively by the Special Officer, Finance Department, and the Superintendent, Government Printing and Stationery, Bombay:—

(1) Proper accounts should be kept of the receipts and issues of the stationery stores in every office and the issues made on regular requisitions checked by a responsible officer.

(2) The controlling officers while checking the accounts and stock of forms and stationery in accordance with the orders contained in paragraph 2 of the Government Resolution, No. 1367/33, dated 18th August 1938, should see in certain cases that the stocks available agree with the book balance and that they do not hold any stock in excess of their annual requirements.

All heads of departments and heads of offices are requested to comply rigidly with the suggestion made above and with the orders contained in paragraph 2 of Government Resolution, General Department, No. 1367/33, dated 18th August 1938.

67. *Paper and envelopes for demi-official correspondence.*—Under the orders issued in Government Resolution, General Department, No. 1185, dated 14th August 1930, the Superintendent, Government Printing and Stationery, is directed to see that indents for articles of superior kind of stationery for demi-official correspondence from subordinate officers mentioned below should not be complied with:—

List of subordinate officers.

1. Mamlatdars and Mahalkaris.
2. District Inspectors of Land Records.
3. Inspectors and Sub-Inspectors of Excise Department.
4. Divisional Forest Officers.
5. Executive Engineers.
6. Deputy Educational Inspectors.
7. Head Masters of High Schools.
8. Epidemic Medical Officers.
9. Inspectors of Weights and Measures.
10. Subordinate Judges.
11. Superintendents of Jails and Prisons.
12. Sub-Inspectors of Police.

68. *Instructions to be rigidly observed by all indenting officers.*—

1. The superior kind of badami paper should be used in place of the costly Cream Wove Paper for typewritten matters as well as for all routine correspondence.

2. When writing or typing, paper should be used on both sides.

3. Double sheets should not be used for official correspondence in cases where a single sheet will suffice.

4. Quarto size paper should invariably be used for ordinary small drafts and references instead of a single whole sheet.

5. In demanding typewritten or printed matter, care should be taken to restrict the demand to the number of copies absolutely necessary.

6. Economy slips should be used for envelopes as far as possible.

7. Waste of paper should be avoided by using sheets of paper fully.

8. Only quarter margin should be left for drafts and letters and not half margin.

9. The use of coloured and copying pencils, red ink powder, pins and paper clips, etc. should be reduced to utmost minimum.

69. Instructions of Government contained in the Finance Department Circular No. 3014/33, dated 13th March 1940, on contingent expenditure :—

(a) *Times of India Directory and Indian Year Book.*—All heads of offices are prohibited from purchasing these costly publications locally or on payment. They are to be supplied by the Superintendent, Government Printing and Stationery, to whom indent should be sent in proper time after obtaining sanction of Government if it has not already been given.

(b) *Use of paper, stationery, etc.*—Attention of all heads of offices is drawn to the instructions regarding economy in the use of stationery issued in Government Circular, General Department, No. 3303/33, dated 28th June 1939, and they should pay personal attention to enforcing these instructions. Owing to war, there is urgent need for economy in the use of paper and only the minimum number of spare copies of Government Resolutions, Orders, Circulars, etc., should be taken whenever copies are required to be circulated by Secretariat departments, heads of departments or other heads of offices.

70. *Government orders on economy.*—As great difficulty is experienced in regard to the supply of paper of various kinds, Government, in their Resolution, General Department, No. 3303/33, dated 12th December

1941, have issued orders and heads of departments and offices under them are requested to effect economy by following the instructions given below :—

(1) All notes (whether regular or routine) and all correspondence (both drafts and fair copies) as well as all cyclostyled papers should be written either in hand or in type on both sides of the paper.

(2) Notes for orders should be submitted on the communications themselves whenever possible.

(3) Notes should be as brief as possible, and space on note sheets can be saved by recording short notes in single line spacing.

(4) When a small or more or less routine note and a memorandum or letter or draft Government Resolution is to be typed or written, the note should be typed or written on one side of the page and the draft of the letter or memorandum or Government Resolution on the reverse.

(5) Drafts themselves should be kept as office copies, and carbon copies should only be made when the draft has been so extensively altered or is sufficiently important as to make it necessary to have a clean copy. In the case of endorsements, forwarding a single document, the endorsement, wherever space permits, should be typed on the document itself either at the end of the main text or on the reverse.

(6) Fair copies of letters should be typed in single line spacing on the smallest size of paper consistent with the volume of matter to be included. Short letters should never be typed on foolscap folio paper (i.e. $13\frac{1}{2}" \times 8\frac{1}{2}"$).

(7) Foolscap quarto (i.e. $8\frac{1}{2}" \times 6\frac{1}{4}"$) paper should be used as far as this can be done conveniently and the Superintendent, Government Printing and Stationery, Bombay, should supply this type of papers to the officers and Departments concerned.

(8) In typing fair copies of correspondence consisting of several communications, the copies should be typed, as far as possible, one below the other and not on a separate sheet.

(9) In demanding typewritten or printed matter, care should be taken that more copies than are absolutely necessary are not asked for.

(10) Waste of paper should be avoided by using sheets of paper fully and by curtailing voluminous accompaniments or by not sending them.

(11) For demi-official correspondence, suitable light weight paper should generally be used, and particular care should be taken that the despatcher realises that unnecessarily large or heavy envelopes are not used.

(12) In the case of small endorsements letters, etc., foolscap quarto (i.e. $8\frac{1}{2}" \times 6\frac{1}{4}"$) paper should, as far as possible, be used instead of foolscap folio ($13\frac{1}{2}" \times 8\frac{1}{2}"$) paper, which should be used only in letters to the Government of India and to important private persons and bodies.

(13) Similarly official letters should be typed or written on half sheets, i.e. foolscap quarto ($8\frac{1}{2}" \times 6\frac{1}{4}"$) using both sides, wherever this is possible.

(14) All non-confidential correspondence delivered to Departments in the same building should be sent loose and not in envelopes.

(15) Envelopes containing non-confidential documents should be fastened down with economy slips in such a manner as to allow them to be used as many times as possible.

(16) Envelopes of the smallest size and cheapest quality should be used consistent with requirements.

(17) The use of disproportionately large envelopes for letters which can be folded to the size of a smaller envelope should be strictly forbidden.

(18) When confidential covers are not sent by post and are addressed by name to the person who should open them, there is no need to use double covers.

(19) Greater use should be made of boxes instead of covers in sending confidential papers from one office to another in the same place.

(20) Obsolete forms and papers and waste paper of which one side only has been used should be utilised for rough work or drafting purposes. Wherever this cannot be done, rough memo blocks should be used and it should not be necessary ever to use foolscap paper.

(21) Small forms should not be pasted on larger sheets for filing purposes.

(22) Packing paper, wrappers, etc., of parcels received should be opened very carefully and the material retained for subsequent use.

(23) Blotting paper should be retained in use as long as serviceable and should not be changed at regular intervals as a matter of course.

(24) Officers employing rotary duplicators should send to the Superintendent, Government Printing and Stationery, every month a sample of each of the forms, circulars, etc., duplicated by them on their Rotary machines for advice as regards the size to be adopted for duplicating them.

(25) The Secretariat Departments and all Heads of Offices should use, creamlaid paper for cream wove paper as far as this can be done without detriment to efficiency.

(26) Badami paper (buff routine sheets) should invariably be used in typing notes, fair copies, etc., of all "C" and "D" class cases; white cream wove being used in typing notes, etc., of important cases of "A" and "B" class.

(27) Badami paper of the present thickness of the white typewriter papers should be used for typing letters. Badami paper should also be used in place of Roneo Impression paper and printing paper for duplicating work. The Superintendent should supply this type of paper in reams of two different weights, viz. 5 and 6 lbs.

(28) Letters issued to the same offices on the same day should be sent in one and not in separate envelopes, as far as this does not entail serious delay.

(29) No department of the Secretariat or Heads of offices should indent for any but the standard scribbling blocks.

(30) After a limited period, all the old files should be gone through and the records destroyed, if permissible, and the file covers of old records should be used for opening new files.

(31) The annual demands for Case Boards (Standard Form No. Genl. 139) should also be scrutinised and reduced wherever possible.

71. *Check and inspection of office stock of stationery and forms.*—The Controlling Officers of every Government Department should check the account and stock of stationery and forms at the time of their inspection of offices subordinate to them and make suitable remarks in their inspection reports which are to be submitted to higher authorities. They should communicate copies of any adverse remarks to the Superintendent, Government Printing and Stationery, together with the orders, if any, passed by them in respect of such remarks. If the head of the department concerned or the Superintendent considers that the Controlling Officer's remarks in any particular case indicate a serious irregularity which should be brought to Government's notice, the matter should be reported to Government for orders. All assistant secretaries, superintendents and head clerks, etc., in Government offices should personally see that every clerk and peon has fully grasped the significance of these orders and will observe them strictly in future.

72. *Enforcing at least a reduction of 25 per cent.*—It is the express intention of Government that the expenditure on stationery in general and papers of every kind in particular, should invariably be reduced by 25 per cent. in all offices of Government and other local bodies under the jurisdictions of the Government of Bombay.